



City of Alameda • California

April 27, 2023

Bay Trail Steering Committee
c/o Libby Nachman, San Francisco Bay Trail Project
375 Beale St
San Francisco, CA 94105

Subject: *Major Realignment of Sections of Bay Trail in the City of Alameda*

Dear Members of the Bay Trail Steering Committee:

I am pleased to present this long-awaited proposal to make major changes to the alignment of the Bay Trail in the City Alameda, which will allow for a route that almost fully follows the shoreline in Alameda. These proposed changes are the result of the comprehensive work done to develop and adopt the Alameda Active Transportation Plan (ATP), which consolidated and updated the City's 2009 Pedestrian Plan and 2010 Bicycle Master Plan. The ATP was adopted in December 2022 (see Council Resolution for adoption in Attachment 1). The Adopted ATP and background information can be found at www.ActiveAlameda.org.

The City began the update and creation of the ATP in late 2019. Over three distinct phases, the City engaged with the community at a total of 50 public events and meetings, and local organization meetings (all events are listed on our project web page: <https://www.activealameda.org/Get-Involved>). Meetings were held in person and virtually, along with two community surveys and one statistically-significant survey. This extensive community engagement is summarized on Page 10 of the ATP and detailed in Appendix B.

The City gladly met multiple times with Bay Trail staff to discuss the preferred alignments in Alameda, and incorporated feedback from the staff.

The Bay Trail is addressed in *Chapter 6: Trails Network and Water Crossings* of the ATP (Attachment 2), starting on Page 46. In Alameda, approximately 17 miles of the Bay Trail are existing, with another 11 miles are needed to complete the Bay Trail, as shown in Figure 9. The Plan recommends a significant re-routing of the current adopted Bay Trail route in Alameda to match recent waterfront development opportunities and a new regional focus on the trail being as close to the waterfront as possible, even if that means the facility may not be feasible for many years.

Proposed Changes to MTC Bay Trail Map

The City proposes the following changes to the existing adopted MTC Bay Trail Map, to reflect Alameda's adopted ATP and to move the Bay Trail alignment towards the waterfront. They are shown in Attachments 3 and 4.

- **REMOVE** the following existing interior alignments from MTC Bay Trail Map:
 - Main St (Main Street Ferry Terminal access road to Pacific Ave)

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- Central Ave (Pacific Avenue to Encinal Boat Ramp entrance road)
- Grand St (Shoreline to Oakland Estuary)
- Ralph Appezato Memorial Parkway (Main St to Webster St)
- Atlantic Ave (Webster St to Clement Ave)
- Sherman St (Clement Ave to Buena Vista Ave)
- Buena Vista Ave (Sherman St to Tilden Way)
- Tilden Way (Buena Vista Ave to Fernside/Blanding)
- Triumph Dr (Atlantic Ave to northern end of roadway)
- Shoreline Park Trail (Segment from Oakland Estuary to Marina Village Parkway)
- Marina Village Parkway (Shoreline Park Trail to Posey Tube)
- **ADD** these waterfront alignments along the northern waterfront of Alameda, listed from east to west. The routing is shown in Figure 9 of the ATP, and includes whether the facility is existing or proposed, and on or off street. The facility type can be found in Figure 6 of the ATP.
 - Oakland Estuary Waterfront (Miller-Sweeney Bridge to Clement/Stanton)
 - Existing segments:
 - Behind Blanding Shopping Center, along Oakland Estuary
 - Grand Street to Clement/Stanton
 - Proposed segments:
 - Tilden Way to Blanding Shopping Center
 - Behind Nob Hill Foods to Grand Street
 - Clement (Stanton St to Entrance Rd) – Existing segment
 - Oakland Estuary Waterfront (Clement/Stanton to Shoreline Park Trail near foot of Triumph Dr)
 - Existing segments:
 - Existing Trail along Encinal Basin near Wind River development to Encinal Yacht Club
 - Proposed segments:
 - Clement/Stanton to Existing Trail along Encinal Basin near Wind River development
 - Encinal Yacht Club to Shoreline Park Trail near foot of Triumph Dr
 - Oakland Estuary Waterfront (Shoreline Park Trail near foot of Triumph Dr to Main Street Ferry Terminal)
 - Existing segments:
 - Shoreline Park Trail near foot of Triumph to Shipways (east side)
 - Shipways (west side) to center of Bohol Circle Immigrant Park
 - Proposed segments:
 - Shipways (east to west)
 - Center of Bohol Circle Immigrant Park to Main Street Ferry Terminal
 - Park Street Bridge, connecting via Blanding Ave to Oakland Estuary waterfront (Note, however, that the Bridge is owned by Alameda County Public Works Agency.) – Proposed segment

Estuary Crossings Request

Given that the mainland of Alameda is an island, water crossings are critical to accessing the Bay Trail in Alameda, on Bay Farm Island, and connecting to the Bay Trail network in Oakland and beyond. Currently, three Alameda bridges, and the Posey Tube, are part of the Bay Trail alignment. As noted above, staff are proposing to add the Park Street Bridge as a Bay Trail route, to connect the Oakland and Alameda waterfront trails. As presented to the Bay Trail Steering Committee in November 2022, the proposed new Oakland Alameda Estuary Bridge in the west end of Alameda would create a world class connection between the two cities. We encourage the Steering Committee to affirm that, once built, they would be interested in a replacement alignment for the Posey Tube in the form of the new Estuary Bridge and that the Steering Committee would authorize this specific change when it is clear what the proposed alignment would be in the future. Stating this intention will help to build the case for future funding and completion of the Estuary Bridge.

Bicycle Boulevards/Neighborhood Greenways Considerations

In developing the ATP's adopted Bay Trail routes, when shared use paths were not deemed feasible even in the long-term, on-street bikeways were proposed with adjacent sidewalks. In several cases (near Central Avenue and near Fernside Boulevard), the ATP's Bay Trail alignment is not as close to the waterfront (and waterfront access paths) as it could be, since none of the approved Bay Trail facility types are deemed feasible on the streets closest to the water. However, Alameda's new on-street bikeway facility type of a Neighborhood Greenway (also known as a "Bicycle Boulevard"), which are low speed and low volume local streets that are also low stress, all ages and abilities facilities, would be feasible in these locations. Currently, Neighborhood Greenways/Bike Boulevards, however, are not a permitted Bay Trail bikeway type. The City of Alameda encourages the Bay Trail Steering Committee to explore adding this type of facility as a permitted type in the future through the Design Guidelines Update. If this policy change were to be made, the City of Alameda would come back to the Steering Committee to request that several routes be adjusted to be closer to the water and to waterfront access points near Central Avenue and near Fernside Boulevard.

Thank you for your consideration of these proposals and for all the work you do.

Sincerely,

Rochelle Wheeler

Rochelle Wheeler
Senior Transportation Coordinator

Cc: Andrew Thomas, Planning, Building and Transportation Director
Colin Dental-Post, Alameda CTC
Jason Patton, City of Oakland

Attachments:

- 1) Alameda City Council resolution adopting Active Transportation Plan
- 2) Alameda Active Transportation Plan: Chapter 6

- 3) Existing Bay Trail Map for Alameda with sections to be REMOVED
- 4) Proposed Bay Trail Alignment in Alameda with sections to be ADDED

CITY OF ALAMEDA RESOLUTION NO. 16017

ADOPTING THE DRAFT ACTIVE TRANSPORTATION PLAN

WHEREAS, the City of Alameda believes it is essential to have a network of public streets that serve the public's need to safely, conveniently, and comfortably walk, bicycle, drive, and ride transit for their daily mobility needs; and

WHEREAS, the City of Alameda is well-suited to support walking, rolling, and bicycling as preferred modes of transportation for many daily trips; and

WHEREAS, seventy percent (70%) of Alameda's greenhouse gas emissions are generated by transportation; and

WHEREAS, pedestrians and bicyclists are involved in sixty-two percent (62%) of Alameda's severe crashes, yet only make up 25% of all transportation trips; and

WHEREAS, forty-six percent (46%) of residents say they would bike more if there were more facilities where they felt safer and more comfortable; and

WHEREAS, the City of Alameda Bicycle Master Plan is 12 years old; and

WHEREAS, the City of Alameda Pedestrian Plan is 13 years old; and

WHEREAS, the City's Master Funding Agreement with the Alameda County Transportation Commission, which authorizes the pass-through transportation sales tax funding (Measure BB) to the City, requires that bicycle and pedestrian master plans be updated every five years; and

WHEREAS, the City of Alameda adopted the Transportation Choices Plan in 2018, which recommended that the City prepare an up-to-date Active Transportation Plan to replace the 2009 Pedestrian Plan and 2010 Bicycle Master Plan to reduce commute hour traffic volumes at the estuary crossings and within Alameda; and

WHEREAS, the City of Alameda adopted the Climate Action and Resiliency Plan in 2019, which recommends that the City implement bicycle and pedestrian improvements to reduce automobile trips and greenhouse gas emissions in Alameda, and set a goal to add 10.44 miles of previously unplanned bikeways that are of a type expected to shift bicycling behavior; and

WHEREAS, the City of Alameda adopted the updated General Plan in 2021, which recommends that the City prepare an up-to-date Active Transportation Plan to replace the 2009 Pedestrian Plan and 2010 Bicycle Master Plan to reduce automobile congestion, improve environmental quality, and improve pedestrian and bicycle safety in Alameda; and

WHEREAS, the City of Alameda adopted the Vision Zero Action Plan in 2021, which recommends that the City implement bicycle and pedestrian capital improvements to increase pedestrian and bicycle safety and help eliminate fatalities and serious injuries on Alameda public roads by 2035; and

WHEREAS, on November 16, 2022, the City of Alameda Transportation Commission recommended approval of the November 2022 draft Active Transportation Plan; and

WHEREAS, on December 6, 2022, the City Council conducted a duly-noticed public hearing, reviewed the November 2022 draft Active Transportation Plan and all pertinent maps, documents and exhibits, and public comments.

NOW, THEREFORE, BE IT RESOLVED, that the City Council finds that the Active Transportation Plan will help implement the City of Alameda General Plan, Climate Action and Resiliency Plan, Vision Zero Action Plan, and Transportation Choices Plan by providing an 8-year work program to improve pedestrian and bicycle facilities and programs in Alameda; and

BE IT FURTHER RESOLVED, that the City Council finds that, based on substantial evidence in the record, the potential environmental impacts of the project to approve the Active Transportation Plan have been evaluated and disclosed pursuant to CEQA. On November 30, 2021, by Resolution No. 15841, the City Council certified a Final Environmental Impact Report for the Alameda 2040 General Plan (State Clearinghouse No. 2021030563) in compliance with CEQA, and adopted written findings, a Statement of Overriding Considerations, and a Mitigation Monitoring and Reporting Program for the General Plan Amendment to update the Alameda General Plan (General Plan EIR), which evaluated the environmental impacts of implementing the Mobility Element of the General Plan update, which includes policies directing the preparation and implementation of the Active Transportation Plan. Pursuant to CEQA Guidelines sections 15162 and 15163, none of the circumstances necessitating further CEQA review are present with respect to the General Plan EIR. Adoption of the Active Transportation Plan to implement the policies and goals of the Mobility Element would not require major revisions to the General Plan EIR due to new significant impacts or due to a substantial increase in the severity of the significant environmental effects. There have been no substantial changes with respect to the circumstances under which the project would be undertaken that would require major revisions of the General Plan EIR due to new or substantially increased significant environmental effects. Further, there has been no discovery of new information of substantial importance that would trigger or require major revisions to the General Plan EIR due to new or substantially increased significant environmental effects. For these reasons, no further environmental review is required; and

BE IT FURTHER RESOLVED, that the City Council hereby adopts the Active Transportation Plan as shown in Exhibit A and with the amendments recommended by staff and the Transportation Commission listed in the December 6, 2022 staff report to City Council.

Exhibit A

Draft Active Transportation Plan

[On file with the Clerk's office]

* * * * *

I, the undersigned, hereby certify that the foregoing Resolution was duly and regularly adopted and passed by the Council of the City of Alameda in a continued meeting assembled on the 20th day of December 2022, by the following vote to wit:

AYES: Councilmembers Daysog, Knox White, Vella and Mayor Ezzy Ashcraft – 4.

NOES: Councilmember Herrera Spencer – 1.

ABSENT: None.

ABSTENTIONS: None.

IN WITNESS, WHEREOF, I have hereunto set my hand and affixed the official seal of the said City this 21st day of December 2022.



Lara Weisiger, City Clerk
City of Alameda

APPROVED AS TO FORM:



Yibin Shen, City Attorney
City of Alameda



CHAPTER 6: TRAILS NETWORK AND WATER CROSSINGS

An island community with an extensive waterfront and lagoons, Alameda has a large, invaluable, and growing network of trails and walkways for people to get around town and to recreate using active transportation. The Plan’s proposed new trails and upgrades to existing trails will provide stronger connections to local and regional destinations, including schools and parks, and will:

- » Complete the Cross Alameda Trail and Bay Trail;
- » Install new trails to complete gaps in existing networks;
- » Maintain and upgrade existing trails to be more comfortable and usable; and
- » Improve trail crossings of roadways to make them safer.

Being an island community also requires people walking and biking to cross waterways to leave the island, or traverse between the main island and Bay Farm. This Plan will:

- » Identify upgrades needed on existing bridges to make them easier to access, safer and more comfortable to use;
- » Pursue new crossing options in the west end of the island; and
- » Explore the feasibility of a second bicycle/pedestrian bridge between the main island and Bay Farm.

Being at sea level, Alameda will need to design new water crossings and shoreline trails to accommodate future sea level rise, and existing trails may need to be modified as the City implements shoreline protection measures to prepare for the future. Maintaining or expanding bicycling and walking waterfront trails and access should be a high priority for any shoreline protection project.

TRAILS NETWORK

Alameda’s extensive trail system includes trails where people walking and bicycling share the trail (called “shared use paths”), parallel but separate walking and bicycling paths, and narrow pedestrian walkways which typically serve as a connector between streets or provide access to the waterfront. These trails can be paved or unpaved, or even made of wood, and sometimes include short bridge connectors.

This Plan proposes 15 miles of new or upgraded trails, almost all of which will improve access to and along the waterfront. The Trails and Water Crossings Vision Network, a long-term planning tool, is shown in Figure 8.

Table 8. Existing and Proposed Trail Mileage

| Type of Facility | Existing Length (Miles) | Proposed Length (Miles) | Total Length (Miles) |
|---|-------------------------|-------------------------|----------------------|
| Shared use path (or separate bicycle and walking paths) | 26 | 15 | 41 |
| Off-street Walkway (paved) | 8 | 0 | 8 |
| Off-street Walkway (unpaved) | 4 | 0 | 4 |
| Total | 38 | 15 | 53 |

For the list of proposed trail segments and more information about them, see *Appendix G. Active Transportation Project Prioritization*.

MAINTENANCE AND UPGRADES

Alameda's existing trail network is in need of maintenance and upgrades. Many of Alameda's trails have damage due to their age, tree root uplift and a lack of regular resurfacing. For instance, miles of trail on Bay Farm Island are in need of repair, such as along Island Drive. In addition to this, many of the City's shared use trails are narrow and not built to meet current levels of demand. A safe trail system also requires safe and consistent crossing treatments at roadways. As part of this Plan, the City conducted a limited inventory of existing trail conditions which will serve as the starting point for developing a trail maintenance and upgrade project to improve the safety and comfort of Alameda's existing trails. For the many trails that are privately maintained, the City will advocate for their owners to provide regular maintenance and make upgrades.

BAY TRAIL AND CROSS ALAMEDA TRAIL

Alameda has two major trail systems – the San Francisco Bay Trail and the Cross Alameda Trail – which are made up of a variety of low-stress walking and bicycling facility types, including trails, sidewalks, and separated bike lanes.

The Bay Trail is a regional asset, planned and coordinated by the Metropolitan Transportation Commission, that when complete, will connect cities around the Bay Area. In Alameda, approximately 17 miles of the Bay Trail route are existing, with another 11 miles needed to complete the portion of the Bay Trail planned for Alameda, as shown in Figure 9. This Plan recommends a significant re-routing of the current adopted Bay Trail route in Alameda to match recent waterfront development opportunities and a new regional focus on the trail being as close to the waterfront as possible, even if that means the facility may not be feasible for many years. In situations where shared use paths are not deemed feasible even in the long-term, on-street bikeways are proposed with adjacent sidewalks. In several cases (near Central Avenue and Fernside Boulevard), the only on-street bikeway facility type that is feasible on the street closest to the water is a Neighborhood Greenway, which is not a permitted Bay Trail bikeway type. If this policy were to change, the City would request that the alignment locations be adjusted to be closer to the water.

The Cross Alameda Trail, first conceived in 1991, is a continuous, low-stress four-mile corridor between the Seaplane Lagoon Ferry Terminal to the west and the Miller-Sweeny Bridge to the east. Over 70% of this trail is complete as of late 2022, with full completion expected by 2025. The trail significantly improves east-west connectivity throughout the city and provides sustainable connections to transit, schools, and commercial areas.



Cross Alameda Trail along West Atlantic Avenue

WATER CROSSINGS

Of Alameda's five bridges and two estuary tubes, only one facility, the Bay Farm Island Bicycle Bridge, includes adequate space for bicycling and walking separated from vehicles. To encourage sustainable travel on and off the island for work, school, transit, entertainment, or exercise, more options are needed to cross the estuary safely and comfortably by foot or bike.

CREATE NEW WEST END CROSSINGS

West of Park Street, the only estuary crossing option for walking or biking between Alameda and Oakland is along the two-way, three-foot pathway in the Posey Tube. Few people, understandably, use this option. Several projects are being planned that would bridge this gap in the west end, benefiting not just Alameda, but the region.

- » The **Oakland-Alameda Bicycle/Pedestrian Bridge**, first recommended in a 2009 study, has been estimated to serve 35,000-42,000 trips per week¹¹, by creating a comfortable, safe, and enjoyable connection between Alameda, Jack London Square, Downtown Oakland, BART, and Amtrak. While this regional long-term project will ultimately require leadership and resources from county, regional, and state agencies, in 2022 the City is leading a \$1.55 million planning study to move the project forward by further defining bridge alignment and landing options. Once an alignment is selected, the City will request that it become the Bay Trail route for this estuary crossing.
- » A **water shuttle** between Alameda and Oakland is the near-term option for a sustainable estuary crossing in the west end. A first step will be a pilot water shuttle service, partially funded with private funds.
- » The **Webster Tube Path**, while not an adequate crossing solution, will be a new four-foot path, similar to the Posey Tube path, in the Webster Tube. The project is led by Caltrans as part of a larger set of

¹¹ Estuary Crossing Study: Detailed feasibility and travel demand analysis. January 2021. Found here: www.alamedaca.gov/bridge.

improvements connecting the Posey Tube to Interstate 880, called the Oakland Alameda Access Project, and is expected to be completed in 2027.



Rendering of the proposed Oakland-Alameda Bicycle/Pedestrian Bridge

UPGRADE AND EXPAND EAST END CROSSINGS

- » The **Miller-Sweeney Bridge** (Fruitvale Bridge), owned and operated by Alameda County, is one of the three existing bridges connecting Alameda and Oakland. The City will advocate for high-quality, low-stress bicycling and walking facilities here, either through a retrofit or replacement of the bridge, or the re-use of the Fruitvale Railroad bridge corridor. Of the three bridges, this is the City's highest priority for improvements because it connects Alameda to the Fruitvale BART station.
- » The **Park Street and High Street Bridges**, also owned by the County, should also have low-stress biking and walking facilities such as shared use paths. Of these two bridges, the City will focus on advocating for upgraded facilities on the Park Street Bridge, given its relatively more direct connection to Downtown Oakland.
- » The **Bay Farm Island Bicycle Bridge** is a key link between the main island and Bay Farm Island and is heavily used by middle and high school students. Trail upgrades and safety enhancements are needed on the access routes on either side of the bridge.
- » The **Wooden Bridge**, running underneath the Bay Farm Island auto bridge, connects the Bicycle Bridge to the Bay Farm Island community. While it will ultimately be replaced as part of the Bay Farm Island Flood Protection and Coastal Resilience project, maintenance of the wooden surface is needed in the near term.
- » The **Shoreline to Seaview Bridge**, newly proposed in the 2021 General Plan, will connect the base of Park Street to Bay Farm Island near Seaview Parkway, providing a more direct route between the centers of Bay Farm Island and the main island. A first step is to study the feasibility of this new concept.

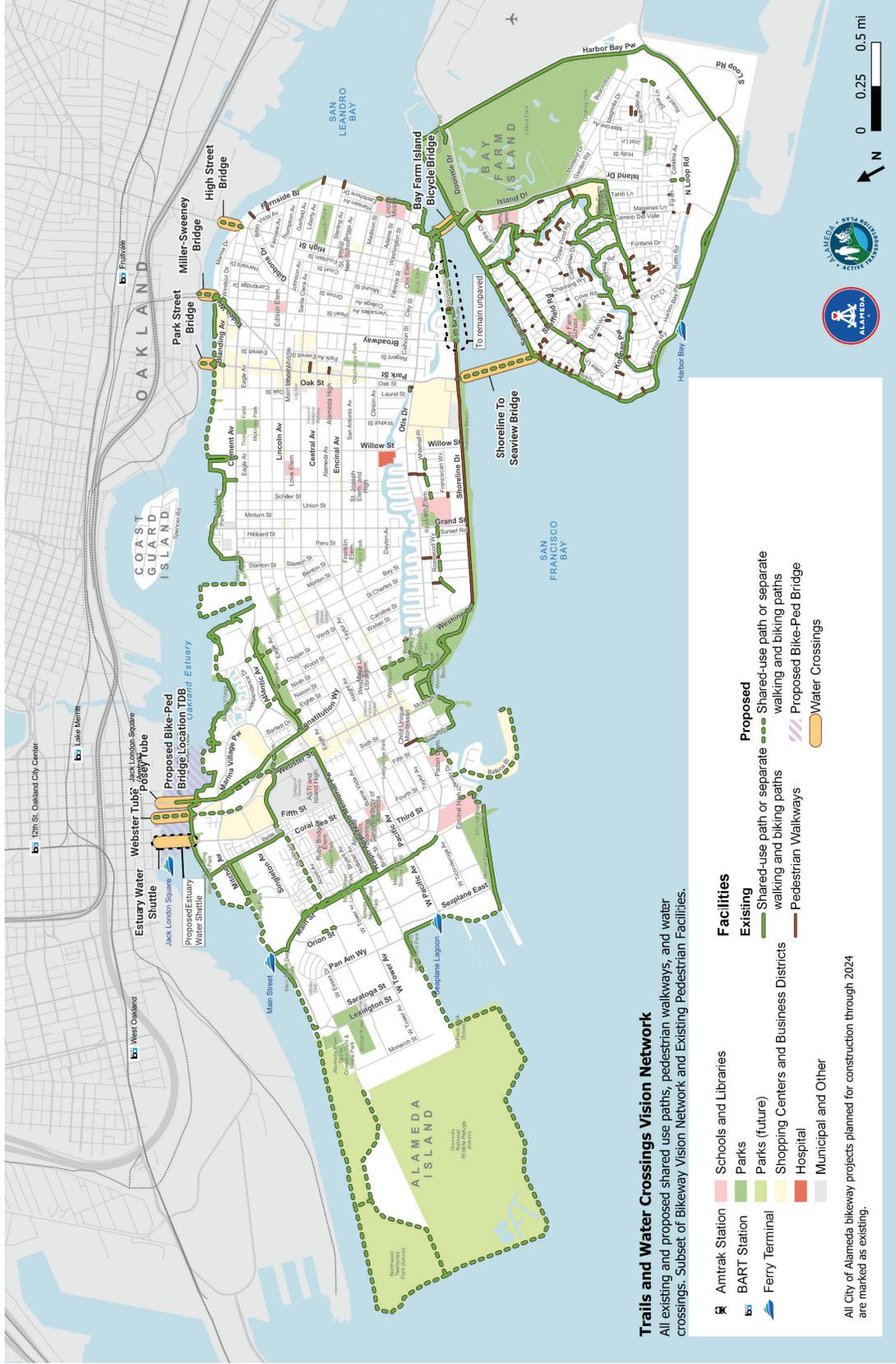


Figure 8. Trails and Water Crossings Vision Network



Figure 9. Bay Trail Route



Figure 9. Bay Trail Route